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COUNTRY PROGRAMMES AND MID-TERM REVIEWS

Mid-term review scheduling

Report of the Administrator

I. PURPOSE AND BACKGROUND

1. The present report responds to Governing Council decision 92/28 of 26 May 1992, in which the Council requested the Administrator to report on mid-term reviews of country and intercountry programmes carried out during the fifth cycle, 1992-1996.

2. In paragraph 5 of its decision 93/4 of 19 February 1993, the Governing Council took note of the tentative timetable for mid-term reviews 1993-1995 as contained in document DP/1993/6; in that document, the Administrator proposed to report to the Council on mid-term reviews on a biannual basis. Reviews conducted in the first half of the year were to be reported on to the Council at a special session in the following year, while those held in the latter half would be reported on at the regular sessions.

II. MID-TERM REVIEWS, 1993-1995

3. UNDP conducted three mid-term reviews of the country programmes for India, Indonesia and Zambia in the first half of 1993. In accordance with the above arrangement, they are reported on in an overview (DP/1994/6) and in separate reports for each country, Zambia (DP/1994/6/Add.1), India (DP/1994/6/Add.2) and Indonesia (DP/1994/6/Add.3).

4. In the second half of 1993, four mid-term review exercises were undertaken for the country programmes of Cape Verde, China, Fiji and Tonga. Summaries of the mid-term review reports for Cape Verde (DP/1994/41/Add.1) and

China (DP/1994/41/Add.2) have been distributed to members of the Board, while the reports for Fiji and Tonga are available upon request. The findings from these reviews will be reflected in the overview of a larger number of reviews undertaken in the first half of 1994.

5. It is anticipated that the format and periodicity of reporting proposed by the Administrator in his report on the tentative timetable for mid-term reviews 1993-1995 (DP/1993/6), will be retained by the Executive Board. Accordingly, a revised schedule of the various mid-term reviews as at 30 April 1994 is presented in the annex. It is planned that at least 25 country and intercountry mid-term reviews will be undertaken in the first half of 1994 and reported on to the Board at its first regular session in 1995. The mid-term reviews for the latter half of 1994 would be reported on to the Board during the latter part of 1995.

III. EXECUTIVE BOARD ACTION

6. The Executive Board may wish to:

Confirm the arrangement for the submission of mid-term reviews as contained in document DP/1993/6.

Annex I

REVISED TIMETABLE FOR THE MID-TERM REVIEWS TO BE CARRIED OUT DURING THE PERIOD 1994 TO 1995

COUNTRY	COUNTRY
January-June 1994	July-December 1994
Cameroon	Czech Republic
Central African Republic	Hungary
Comoros	Malta
Equatorial Guinea	Poland
Malawi	
Seychelles	Botswana
Swaziland	Burkina Faso
	Chad
Cook Island	Côte d'Ivoire
Western Samoa	Gambia
	Guinea
Tunisia	Guinea-Bissau
Syria	Lesotho
	Mali
Anguilla	Mauritania
Antigua and Barbuda	Niger
Bolivia	Nigeria
Brazil	Rwanda
Caribbean Multi-islands	Sao Tome and Principe
Cuba	Senegal
Dominican Republic	Uganda
Dominica	Zimbabwe
Grenada	
Guatemala	Bangladesh
Montserrat	Kiribati
Nicaragua	Malaysia
Saint Kitts and Nevis	Niue
Saint Lucia	Pacific Multi-Islands
Saint Vincent and the Grenadines	Solomon Islands
	Sri Lanka
	Tokelau
	Tuvalu
	Jordan
	Lebanon
	Morocco
	Saudi Arabia
	United Arab Emirates
	Yemen
	Argentina
	Chile
	Colombia
	Mexico
	Paraguay
	Peru

COUNTRY

January-June 1995

Benin
Burundi
Ethiopia
Gabon
Ghana
Kenya
Madagascar
Mauritius
Mozambique
Namibia
Sierra Leone
Tanzania

Bhutan
Islamic Republic of Iran
Democratic People's Republic of Korea
Lao People's Democratic Republic
Maldives
Marshall Islands
Micronesia
Nepal
Palau
Papua New Guinea
Philippines
Republic of Korea
Thailand
Vanuatu

Algeria
Bahrain
Djibouti
Egypt
Kuwait
Libya
Qatar
Sudan

British Virgin Islands
Costa Rica
Ecuador
Guyana
Honduras
Panama
Saint Helena
Uruguay
Venezuela

COUNTRY

July-December 1995

Bulgaria
Romania

Mongolia

Aruba
Bahamas
Barbados
Belize
Bermuda
Cayman Islands
El Salvador
Haiti
Jamaica
Netherlands Antilles
Suriname
Trinidad and Tobago
Turks and Caicos Islands

Global and intercountry

DGIP Global	Jan-June 1994
Intercountry programme-Asia/Pacific	Jan-June 1995
Intercountry programme-Europe	July-Dec 1994
Interregional	July-Dec 1994
Intercountry programme-Africa	July-Dec 1994
Intercountry programme-Latin America	July-Dec 1994
Intercountry programme-Arab States	Jan-June 1994

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COUNTRY PROGRAMMES AND MID-TERM REVIEWS

Mid-term review of the fourth country programme for Cape Verde

Report of the Administrator

SUMMARY

The fourth country programme for Cape Verde, initially covering the period January 1992 to December 1996, was approved by the Governing Council at its thirty-eighth session (1991), with a total indicative planning figure of $7,218,000. The programme was reviewed at the mid-term review meeting held in Praia in November 1993. The review concluded that the programme continued to be relevant to Cape Verde's priorities. In order to bring the country programme period into harmony with the programming cycles of other agencies of the United Nations system, it was decided that it should end a year earlier, namely at the end of 1995.

In an attempt to sharpen the focus and enhance the impact of the programme, the meeting suggested reducing the number of objectives from five to four. This would help to strengthen the internal coherence of the subprogrammes, while bringing them into line with the priority goals of the Government. To achieve this, emphasis would be put on preparation of framework programmes and gradual introduction of the programme approach. Another major decision of the meeting was that government international cooperation mechanisms should be used to the best advantage so as to improve programme execution, secure substantial management and effective follow-up of the programme, enhance its quality and facilitate government takeover of the programme.

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I. INTRODUCTION

1. On 11 November 1993, the Government of the Republic of Cape Verde and UNDP held the main mid-term review meeting for the fourth country programme, 1992-1996.

2. The meeting was the culmination of a process initiated in March 1993, when the Government and UNDP jointly decided to go ahead with a mid-term review of the fourth programme to see whether its priorities and objectives were still in keeping with government goals and to make any course corrections that might be required to bring them into line. This decision was in harmony with Governing Council decision 92/28 dated 26 May 1992.

3. The process continued in April 1993 with the recruitment of two independent consultants to prepare, on behalf of the two parties, a paper analysing the design and implementation of the programme and including recommendations for the future. The mission was carried out in May and June 1993. It included a review of all the documentation considered pertinent for the exercise (policy papers, project evaluation report and tripartite meeting reports) and consultation of all government officials and departments involved to one degree or another in the programme and of UNDP personnel, project heads, United Nations agencies and multilateral and bilateral organizations represented in Cape Verde.

4. The report on the mission was submitted in July 1993 to all partners directly or indirectly involved in the programme. In the light of the comments expressed by some of those who received the report, including the Regional Bureau for Africa (RBA), and on the basis of its own analysis, the UNDP office in Praia in October 1993 put together an issue paper on the status of the programme. The issue paper, together with the comments of the Bureau project appraisal committee and the mission report, constituted the core documentation for the main meeting on 11 November 1993.

5. The meeting was co-chaired by the Director-General for International Cooperation of Cape Verde and by the Head of the Bureau's Division IV. Representatives of the principal government ministries and technical agencies attended, along with representatives of all the agencies of the United Nations system represented locally. The agenda adopted and discussed at the meeting was based largely on the guidelines of the Bureau for Programme Policy and Evaluation and the recommendations of the project appraisal committee. It also took into account the Government's major concerns and hence covered the most significant aspects of the programme. Before taking up the various items on the agenda, the meeting, in order to improve its understanding of the specific context in which the review was taking place, took note of the information provided by the head of the UNDP delegation concerning ongoing and future changes at UNDP, involving not only its structure, but also its principles and methods of intervention.

II. PROGRAMME EVALUATION

A. Relevance of the programme

6. The fourth country programme was approved by the Governing Council in June 1991. It was designed around the guidelines adopted by the Government as the basis for the third national development plan (1991-1995), while also taking into account the priority themes defined by the Governing Council for the 1992-1996 programming cycle.

7. The programme was divided into three main areas (subprogrammes) on which development efforts were meant to focus:

(a) Capability to carry out the economic adjustment by improving the efficiency of the administration, strengthening national planning and management capacity and creating an environment favourable to the development of private investment in strategic production sectors (commerce, tourism, industry);

(b) Development of human resources by strengthening national planning and management capacity in the field of education and by defining and implementing an occupational training and employment policy; and

(c) Promotion of regional development and involvement of the population by strengthening institutions at the regional level, improving living conditions and promoting revenue-generating activities.

8. Taking up this first issue, the meeting felt that since the programme had been prepared in 1990 and approved in 1991, it had not benefited fully from the general debate on the programme approach, which culminated in 1992 with the adoption of General Assembly resolution 47/199 dated 22 December 1992. The division of the programme into three subprogrammes (or areas of concentration) could be viewed as an attempt at applying the programme approach. These three subprogrammes, created within the programme, did not correspond directly with any well-defined national programmes previously set up by the Government. Because of the lack of national programmes, the "projects list" formula was adopted to make the programme operational. While there was a certain undeniable logic in the way the projects were divided between the three subprogrammes, this had resulted in some fragmentation of programme efforts and further emphasized its financial limitations, particularly after the 25 per cent reduction in programmed resources.

9. Next, turning to an in-depth assessment of programme components in the light of the current economic and social context, the meeting concluded that, even though it had been drawn up before the final version of the third national development plan was elaborated (August 1992) and before the third round-table conference (October-November 1992), overall the objectives of the fourth programme were in line with the Government's main priorities.

10. The meeting recognized, however, that since then the new Government had confirmed its strategic choices and refocused some of its objectives:

(a) With regard to the first subprogramme, greater stress was laid on the need to strengthen national capacity to formulate and manage policies and programmes and on a more efficient, restructured public administration, private sector involvement and aid coordination;

(b) With regard to the second subprogramme, the Government put the emphasis, first, on achieving a reform of basic education and efficient management of the educational system as a whole and, second, on the need to establish a policy of maximizing human resources to ensure a close fit between training and jobs;

(c) With regard to the third subprogramme, the Government wished to ensure effective coordination, first of all, between the efforts of its various development partners, primarily through the elaboration of a national decentralization plan. Next, it would strive to involve the local population in development activities, one of the essential components of its strategy to fight poverty.

11. In addition, recognizing the Government's growing concern with environmental issues and noting that some activities had already been initiated under the programme, the meeting decided to create a fourth subprogramme - "Management of natural resources and the environment". The backbone of the subprogramme would be the "Strategic Staff" project of the United Nations Sudano-Sahelian Office (UNSO), designed to build national capacity in the environmental area. The project would also help the Government to prepare its national environmental plan, which was to be the subject of a sectoral consultation in 1994, with the support and participation of UNSO, the World Bank and the Food and Agriculture Organization of the United Nations (FAO).

B. State of implementation of the programme

12. Consideration of the progress made in each of the subprogrammes led the meeting to the finding that, overall, the state of implementation of the programme was not satisfactory. The meeting concluded that there were three major reasons for the situation:

(a) For Cape Verde 1991-1992 had been a period of transition, and of setting up new institutions and appointing new officials. It had not been a particularly propitious time for implementing new initiatives. The period had been largely taken up with the efforts of the new Government to finalize the third national development plan and to mobilize resources for its execution (third Round Table conference of donors);

(b) UNDP and its national partner, the Office of the Secretary of State for Foreign Affairs and International Cooperation (SEAECI), had long persisted in adhering to the list of projects jointly prepared when the programme was first formulated. Each of those projects had been budgeted on the basis of the indicative planning figure (IPF) initially available. After the 25 per cent reduction in IPF, it had been difficult to choose which projects should be financed first;

(c) During the first phase of the programme UNDP, the Ministry of Foreign Affairs and the International Cooperation Service (MAE/DGCI) had devoted most of their efforts to day-to-day management of the programme. In future, better use of the possibilities of systematic dialogue with the ministries and other technical agencies of the Government would allow the programme to move forward more rapidly, while keeping the focus on the goals and priorities of the Government. In the case of the first subprogramme, greater emphasis would be put on building national capacity for managing the economy.

13. Of the three subprogrammes, only the first, having to do with economic management and public administration, had had a truly significant impact. The relative success in this sector was largely due to the favourable response of the Government, which wished to waste no time in giving a concrete demonstration of its determination to break with the old system of economic management and administration and to put in its place a real "development-oriented administration" serving a liberalized economy. Undeniably, the projects in this subsector, designed and formulated at the conclusion of the third programme, have contributed both to the progressive modernization of the public administration and to the establishment of a legal and institutional framework favourable to the development of strategic production sectors (industry, commerce, tourism).

14. The projects aimed at strategic production sectors had had a significant impact on national capacity-building. As in the case of the preparatory work on the third national plan and the third Round Table conference, it was the national staff, supported from time to time by international experts, who did the bulk of the work on the legal and technical studies carried out as part of those projects. These studies, whose high quality was noted by the United Nations agencies associated with the projects, were often used by the Government in defining its sectoral policies.

15. The "Management of the environment and of natural resources" component, which was included under the first subprogramme because it related to the larger concept of "sustainable development" and also for practical reasons, produced some positive results. They included:

(a) Technical and financial support for the Government to enable it to participate effectively in the United Nations Conference on Environment and Development;

(b) Preparation of the national master plan for water, in which many national technical personnel participated, under the supervision of the United Nations Department for Development Support and Management Services. This plan was the subject of a sectoral consultation in September 1993. Unfortunately, for a variety of reasons, for the most part related to preparation, the consultation did not achieve all that it should have. The Government intends, with the support of UNDP, to take further follow-up actions to promote this plan;

(c) The great achievements of the UNSO project in the S. Joao Baptista Valley, involving primarily agricultural water systems and basic infrastructure. The purpose of the project now is to raise awareness and organize the local

citizens so that they may eventually be able to carry out and manage project activities themselves. Attention should also be drawn in this connection to the recently approved "Strategic Staff" project financed by UNSO, which is designed primarily to develop an operational staff for planning, executing, monitoring and coordinating development activities related to exploitation of natural resources and the environment.

16. With regard to the second subprogramme, concerning human resources, the meeting noted that although discussions had begun with the Government in 1991, the results obtained to date were scanty. In the education sector, the project to strengthen the planning and management capacity of the Research and Planning Bureau of the Ministry of Education had recently been approved, and the Government had just finished putting in place the required national counterpart staff. Activities would soon start in earnest. Still on the subject of education, the meeting took note of the help provided by the United Nations Capital Development Fund in building eight schools on a number of the country's islands and the positive impact that the "school canteen" project, supported by the World Food Programme (WFP) had had on the school attendance rate.

17. In the employment sector, the formulation and implementation of programme activities were deferred because of the nearly total lack of national counterpart personnel within the Office of the Secretary of State for Employment, an essential prerequisite for any form of assistance.

18. In the health sector, discussions held between the Ministry of Health and the World Health Organization (WHO) had led to the identification of what was needed in terms of training of health workers and administrators. Those needs would be covered by the training component of the "Programme Support" project, which was expected to go into operation in the coming weeks.

19. In keeping with the ideas of the Joint Consultative Group on Policy, the meeting placed under this subprogramme actions involving consultation and coordination with other agencies of the United Nations system (such as WFP, the United Nations Population Fund (UNFPA), WHO, the United Nations Children's Fund (UNICEF) and the International Fund for Agricultural Development (IFAD)) concerning such issues as child malnutrition, acquired immunodeficiency syndrome (AIDS), family planning, women, vulnerable groups, and similar themes. The aim of these initiatives was to present the Government with multisectoral proposals for improving living conditions and promoting human development. This led to: (a) formulation of a project co-financed by UNDP and UNFPA, in support of the advancement of women following the recommendations of the first workshop on women organized by the Government in January 1993 with UNDP support; (b) evaluation of the first phase of the national strategic plan to combat AIDS and preparation of the second phase; (c) the national public health conference; and (d) a study on vulnerable groups with a view to developing a programme of income-generating activities.

20. In concluding its consideration of this subprogramme, the meeting dwelt at length upon the substantial contribution of UNFPA. It noted with particular interest the important role played by UNFPA in strengthening national capacity within the Government, in analysing and publishing the data from the 1990 census and in developing a national population strategy.

21. With regard to the third subprogramme, "Decentralization and popular participation", the meeting found that implementation had barely begun. It heard reports on what was being done and what was going to be done in the sector by a number of bilateral and multilateral partners of the Government. It concluded that the difficulties encountered in formulating programme assistance stemmed primarily from the lack of prior discussions with the Government to establish a definite timetable and an "entry point" for the programme in the sector. Furthermore, UNDP confirmed that in the light of the lengthy discussions at the Round Table conference in November 1992 on the complex and innovative issue that decentralization represented for Cape Verde, the problem would benefit from a sectoral consultation. This approach would make it possible to bring the interventions of the various donors into line with the country's own strategies and priorities on the subject and would greatly facilitate the formulation of UNDP assistance.

C. Aid mobilization and coordination

22. In 1992 the Government and UNDP devoted most of their efforts to drawing up the third national development plan and to preparing for the third Round Table conference of donors. They were able to successfully complete this work thanks to the trust funds of the Governments of the Netherlands and Portugal, which jointly financed a project carried out by the Government in association with the Office of Project Support Services.

23. The third plan was approved by the National Assembly in August 1992, and the third Round Table conference took place in October and November 1992. On that occasion, the Government obtained the donor community's approval and support for the strategic choices and priorities of its national plan, as well as for some of its specific sectoral programmes (tourism, telecommunications, industrial fisheries, teaching reform, and vocational training). Moreover, most of Cape Verde's major partners welcomed the Government's proposals for more flexible aid procedures, more suited to the exigencies of the new economic conditions. During the Round Table conference, most donors showed great interest in such areas as women in development, the environment, aid coordination and decentralization. As a follow-up to the discussions of this conference, the first workshop on women was organized at the beginning of 1993, and the Government plans to take advantage of the opportunities presented in 1994 by follow-up meetings expressly recommended by the Round Table conference (i.e., consultations on the Public Investment Programme (PIP) and the mid-term review of the national plan) to organize discussions of other questions with its partners.

24. It was noted at the meeting that the National Technical Cooperation Assessment and Programmes process, which began in 1989 with basic sectoral analyses, has been considerably delayed. The energy generated by the preparation of technical documentation for the Round Table conference was not turned to good account to revive the exercise. The Office of the Secretary of State for Foreign Affairs and International Cooperation has not yet done anything beyond taking steps to establish a data bank. This can be ascribed to two fundamental causes. In the view of the Government, the process and the "standard" format proposed by UNDP for carrying out the exercise are not easily

applied to the Cape Verdean administration's capacities, structure and manner of functioning. UNDP, on the other hand, feels that it is ineffective participation of the other governmental organs concerned, notably the Planning Service, that has slowed the process. Nevertheless, the two parties have clearly confirmed their interest in the exercise and have agreed to take all measures necessary to revive it.

25. The meeting then turned to the question of the country strategy note, which it considered an essential coordination tool for the Government. It noted that initial contacts had been established between UNDP and the Government when the core documentation was handed over. The two parties agreed to quickly begin discussions, with the goal of establishing a methodology and a work schedule in conjunction with the United Nations agencies concerned, that should lead to formulation of the note around the middle of 1994.

D. Methods of executing the programme

26. The meeting noted that, in conformity with the directives of the Governing Council and with the recommendations of the mid-term evaluation of the third programme in 1988, the fourth programme had significantly encouraged national execution. From 1992 to 1993, the number of nationally executed projects increased from 6 to 13. These projects are being executed by the Government, which is making use of all available forms of expertise, including officials in the public and para-public sectors, individual consultants, and private research organizations, for the technical operations.

27. Having examined various reports on government-executed projects, the meeting underscored the good results already obtained from the technical point of view. It also noted certain inadequacies in the area of administrative and financial management. According to the meeting, these shortcomings arise from the fact that national project managers, who, to begin with are unfamiliar with UNDP's relatively onerous procedures, are generally responsible for several projects at the same time, and it is therefore materially impossible for them to perform their administrative tasks properly.

28. Moreover, UNDP (thanks above all to Development Support Services funds), along with the agencies of the United Nations that still directly execute certain projects, are increasingly calling on local expertise. These national consultants are supported from time to time by international experts, who come to supervise the preparation of technical studies, or who conduct seminars or workshops organized for the national project staff. This is a very effective approach for strengthening national capacities.

29. Generally speaking, other methods of technical cooperation were very little utilized during the first phase of the programme. The formula of technical cooperation among developing countries (TCDC) was utilized twice, once in support of the "popular participation" segment of the national forestry plan, formulated by the Government in cooperation with FAO, and the second time in order to participate in a government programme of cooperation with the Government of China in the area of artisanal training.

30. With regard to the United Nations Volunteers (UNV), there are currently five specialists assigned to the sectors of health, community development, planning and education. Through the programme support project recently put in place, the programme will gain the services of three more specialists in health (the struggle against AIDS), education and popular participation.

31. In general, the utilization of these diverse formulas of technical cooperation, including recourse to non-governmental organizations (NGOs), will increase with the initiation of the programme support project and the local-participation activities of the third subprogramme.

32. The programme has yet to make use of the technical cooperation formula known as Transfer of Knowledge Through Expatriate Nationals (TOKTEN). Government ministries and agencies and diplomatic missions abroad will soon begin to take inventory of programme needs and potential candidates.

33. The programme has not yet put into practice the new agency support-cost arrangements. This will be done very soon with the initiation of the education project, the first project conceived under the new format, the participation of the United Nations Educational, Scientific and Cultural Organization (UNESCO) which is involved in these new arrangements.

E. Financial resources of the programme

34. On the basis of the financial information furnished by UNDP (see Annex), the meeting noted the limited character of IPF resources, which were as follows on 1 October 1993: IPF resources (including cost-sharing) amounted to $4,958,000, of which $3,065,654 has already been approved, leaving a programmable balance of $1,893,000. Of the other funds under the authority of the Administrator, around $3 million remain to be programmed for UNCDF (Santiago water project), and close to $2 million for UNSO (S. João Baptista Valley and "strategic staff" projects). Around $2 million are still available from UNFPA (women and development and family-life education, among others).

35. The anticipated budget for pipeline projects amounts to $3,460,000, which translates into a deficit of more than $1.5 million if all the projects initially included in the list annexed to the programme are approved.

36. The meeting took note of the "trust funds" from the Governments of the Netherlands and Portugal which were used to prepare the third plan and the third Round Table conference, and of the cost-sharing by the Government of Canada, which had been used to organize the first national workshop on women. The meeting also took note of the funds from the Special Programme Resources/ Management Development Programme, from certain regional projects, and contributions from UNSO, UNCDF, and UNFPA.

III. OPERATIONAL ISSUES

37. During its examination of the various aspects of the programme, the meeting identified and analysed four factors that seem to have caused the difficulties encountered in the execution of the programme.

38. In the first place, a relatively high staff turnover rate, especially at the level of economic and technical agencies of the central administration, has weakened the representation of national counterpart personnel in certain production sector projects, and has to some extent diminished the impact of these projects on the strengthening of national capacities. For this reason, it has not been possible to properly execute the training element of certain projects. This turnover is due in large part to the emergence of the private sector and of a dynamic para-public sector (independently managed institutes), with which the public administration cannot yet compete as far as salaries are concerned. The completion of the administrative reform and modernization now under way should help to solve this problem.

39. Secondly, in the absence of any direct and systematic dialogue with the ministries and other technical organs of the Government, there is a danger that the programme will fall outside the spheres in which economic and social policy decisions are taken in Cape Verde. A local project and programme appraisal committee, with expanded responsibilities and effective participation of government technical personnel should promote this dialogue which is so indispensable to the relevance of the programme.

40. Thirdly, the extremely limited financial resources of the programme, especially after the freeze of 25 per cent of IPF resources, have made it difficult to choose which projects to prioritize, and have considerably limited the flexibility of projects in progress; several have had parts of their activities eliminated or postponed. The abandonment of individual projects in favour of programmes integrating several activities, and the mobilization and rational allocation of other UNDP-administered funds should do much to ease the IPF shortfalls.

41. Finally, because of their multiple responsibilities and lack of familiarity with relatively complex procedures, national project managers of government-executed projects have some difficulty in performing their administrative and accounting tasks properly. The installation of an accounting unit to handle all government-executed projects, the organization of training activities and the computerization of bookkeeping will contribute to strengthen national project-management capacities.

IV. DECISIONS AND RECOMMENDATIONS OF THE MEETING

42. After having examined and discussed all the items on the agenda, and having taken account of the constraints identified, the priorities reconfirmed by the Government and the new definition of the UNDP mandate, principles and methods of intervention, the meeting arrived at the following decisions and recommendations, which affect all aspects of the programme.

A. On programme relevance

43. From the outset, UNDP recalled the guiding principles of the programme approach, essentially founded on the Government's taking over the exercise and on its commitment to implement the programme using alternative programme support mechanisms. UNDP then proposed that this approach be envisaged for the rest of the programme, and more particularly the third subprogramme, which is still practically untouched. Increased and systematic dialogue with government ministries and technical agencies would have greatly facilitated the development of the programme, which would have more closely mirrored government priorities. Among other alternatives, a local project and programme appraisal committee, with expanded responsibilities and the effective participation of technical personnel from the Government, should promote this dialogue which is so indispensable to the relevance of the programme.

44. Reacting to this proposal, the Government confirmed its interest in such an approach, but felt itself to be insufficiently prepared as yet to successfully undertake it. In the Government's view, application of the programme approach to the remainder of the programme might take up all its energies and slow the momentum of programme implementation.

45. The meeting agreed that, under these conditions, it would be necessary for the time being to strengthen the internal coherence of the subprogrammes by making them conform more closely to government priorities, and by improving the integration of all available funds. The meeting therefore decided to avoid proliferation of individual projects and to focus instead on coherent, well-articulated, efficient and less costly activities for the remainder of the programme.

46. Moreover, the meeting recommended that UNDP assist the Government in the organization of information and training activities for national personnel, to better familiarize them with the concept and mechanism of the programme approach which would have to be tailored to the special conditions of Cape Verde. These training activities (seminars, workshops, study trips) will be organized in 1995, i.e. at the time of the preparation of the fifth cycle.

B. On programme execution and management

47. First, having taken into consideration the increased capacities demanded of the Government by the formulation and implementation of the new approach, the meeting recommended that UNDP, in accordance with its mandate to strengthen national capacities, should assist the Government further in drawing up and formulating its development policies and programmes.

48. The meeting then decided to use government international cooperation mechanisms to the best advantage in order to:

(a) Improve programme implementation by systematizing and strengthening communication with all government technical agencies, with a view eventually to drawing up coherent programmes that conformed fully to government priorities and objectives; in other words, synergetic programmes designed to achieve greater

effectiveness and impact. In order to facilitate their evaluation these programmes will have easily measurable performance indicators;

(b) Ensure substantial management and efficient follow-up of the programme, by establishing a programme steering committee composed of the Ministry of Foreign Affairs (International Cooperation Service) and the UNDP office, with the participation of the Ministry of Economic Coordination (Planning Service). The committee will meet at least once every two months;

(c) Similarly, to ensure better programme quality and its take-over by the Government, by expanding and strengthening the local project and programme appraisal committee. Its mandate will not be limited to project review, but will be expanded to all questions of importance for the programme. The participation of national staff in the committee's work is essential; the conditions of this participation will be jointly defined by the Government and UNDP.

49. After these general decisions and recommendations, the meeting defined the guidelines for each subprogramme. The two parties will confer later on the practical implementation of these guidelines.

50. First subprogramme: The meeting decided to:

(a) Pursue administrative and financial management reform activities with funds from the Special Programme Resources/Management Development Programme and, if possible, to augment them with a contribution from the African Capacity Building Foundation (ACBF);

(b) Terminate in 1994, as planned, the projects directly supporting production sectors (industry, commerce, tourism), and strengthen the actions already completed in the context of a programme of action which, in the framework of support for economic reform, would have as its essential goal the strengthening of national capacity for planning and management of macroeconomic and sectoral policies and programmes and long-term perspectives.

51. Second subprogramme: Discussions will be resumed with the Office of the Secretary of State for Employment on the formulation and implementation of a project to strengthen this department's capacities, with a view towards enabling it to ensure coordination in the area of employment and vocational training.

52. Third subprogramme: Discussions with the Government will be organized to see in what measure the programme could contribute to the establishment of a national decentralization policy, which could be the object of a sectoral consultation. At the same time, a coherent programme of action for local participation and revenue-generating activities, especially for women and the most vulnerable groups, will be formulated. This programme will integrate the UNCDF contribution in respect of water supply. The meeting recommends that this UNCDF project be approved as rapidly as possible. In the same way, the "Secondary Centres" project, to which the Government attaches great importance for its policy of balanced regional development, should be taken into consideration as soon as the financial condition of UNCDF permits.

53. Fourth subprogramme: The UNSO "Strategic staff" project will be put into action to support the preparation of the national environmental and sectoral consultation plan of June 1994. UNDP/UNSO activities in this subprogramme will be conducted in concert with the World Bank and FAO.

C. On methods of programme execution

54. The meeting decided, where government-executed projects were concerned, to strengthen the Government's capacity in the area of administrative and financial management. Effect will be given to this decision by recruiting a national accountant through the programme support project and at the same time organizing seminars on national execution procedures for national managers. These seminars could take place during the first half of 1994.

D. On aid mobilization and coordination

55. The meeting recalled the recommendations of the third Round Table conference and recommended that UNDP increase its aid to strengthen the round-table process. A sectoral consultation on PIP and poverty, a consultation on the environment and a round-table conference for the mid-term review of the third national development plan are scheduled for 1994. The Government is examining the possibility of taking advantage of the latter to organize parallel discussions with its partners on the subject of decentralization.

56. Furthermore, efforts at the national level for harmonization and coordination with other United Nations agencies will be enhanced (particularly under the country strategy note) and, if possible, extended to other multilateral and bilateral cooperation efforts under way in Cape Verde.

57. The NATCAP exercise will be transferred to the Planning Service and upgraded pending its incorporation, probably in 1994, into PIP which offers an ideal framework for coordinating assistance. A mission of the Bureau's Division IV will be sent to Cape Verde at the beginning of 1994 to discuss the methodology and timetable for reviving this exercise. In the meantime, the database will have been definitely established at the Office of the Secretary of State for Foreign Affairs and International Cooperation.

58. With regard to the country strategy note, the meeting recommended that the Government and United Nations agencies involved in the exercise initiate discussions in the first weeks of 1994 to determine the methodological approach and work schedule. The meeting concluded that it would be reasonable to expect that the Note would be finalized by mid-1994.

E. On financial resources

59. The meeting decided that remaining available IPF resources would be used to finance, first and foremost, activities aimed at strengthening or implementing the subprogrammes set forth in paragraphs 50, 51 and 52 above.

60. It has become evident that, despite efforts to narrow the focus of activities, IPF resources will not be sufficient to meet all those needs. It will be necessary to utilize, in a concerted and efficient way, special programme resources and other funds under the authority of the UNDP Administrator. In this regard, the Government has asked to be fully informed of the criteria used and mechanisms whereby these funds are awarded so that it may participate effectively in the mobilization effort.

61. Moreover, the meeting concluded that the programme should develop a real strategy for mobilizing funds through cost-sharing with donors. This strategy will be founded on transparency, participation in the identification and initiation process and on the quality of the proposed programmes.

V. PLAN OF ACTION

62. The indicative plan of action for the implementation of decisions and recommendations of the mid-term review of the fourth programme for Cape Verde appears below.

INDICATIVE PLAN OF ACTION FOR THE IMPLEMENTATION OF DECISIONS AND RECOMMENDATIONS OF THE MID-TERM REVIEW OF THE FOURTH PROGRAMME FOR CAPE VERDE (1992-1996)

AREA	TYPE OF ACTION	PERIOD	COSTS AND FUNDS IN DOLLARS	EXECUTING AGENCY
I. Economic management subprogramme	Formulation and approval of a programme of activities to enhance capacities for economic restructuring	December 1993 to March 1994	800,000: IPF = 300,000 SPR/ACBF = 500,000	UNDP/Cape Verde in consultation with MAE/DGCI and Planning Service and RBA/Div. IV technical support
II. Human resources subprogramme	Formulation and approval of a programme of assistance to the Office of the Secretary of State for Employment	January to May 1994	IPF = 250,000	UNDP/Cape Verde Secretary of State for Employment. ILO technical support
III. Decentralization and local participation subprogramme	(a) Participation in the National Decentralization Plan	February to June 1994	3,650,000: SPR = 50,000	UNDP/Cape Verde and Secretary of State for Internal Administration.
	(b) Approval of UNCDF hydraulic project	February 1994	UNCDF = 3,000,000	Support from RBA/Div. IV and BPPE, UNCDF/ New York and ILO (TSS-1)
	(c) Formulation-approval of a programme of activities	March to July 1994	IPF = 600,000	

AREA	TYPE OF ACTION	PERIOD	COSTS AND FUNDS IN DOLLARS	EXECUTING AGENCY
IV. Environment and natural resources subprogramme	Launching of UNSO project activities (strategic staff) and preparations for sectoral consultation on the environment	January to June 1994	UNSO = 600,000	UNDP/Cape Verde with UNSO/ New York support
V. National execution	(a) Appoint a national accountant	February 1994	IPF/Project CVI/93/002 (Programme support)	UNDP/Cape Verde with RBA/Div. IV and BPPE support
	(b) Organize seminars for national managerial staff and UNDP office	March-April 1994		
VI. Assistance coordination	(a) Round Table	December 1993 to late March 1994	175,000	Planning Service with UNDP, World Bank and OPS support
	- Preparation/ organization of consultation on PIP and poverty		Portuguese trust funds = 25,000 SPR = 25,000	
	- Preparation/ organization of consultation on the environment	January to late June 1994	SPR = 25,000	Planning Service, MPAAR and MIT with support from UNDP, UNSO and FAO MAE/DGCI and Planning Service
	- Round Table for mid-term review of the third NDP and decentralization	March to November 1994	SPR = 100,000	
	(b) NATCAP UNDP mission to Cape Verde to discuss conditions for reviving the exercise	February 1994	RAF/89/B42 (NATCAP)	RBA/Div. IV and Planning Service
	(c) Strategy Note			UNDP/Cape Verde and MAE/DGCI in consultation with UNICEF, FAO, WFP, WHO and UNFPA
	- Distribution of core documents to the Government and agencies	December 1993		
	- Discussions on methodology and timetable	Mid-term 1994		
	- Preparation and finalization of the Note	February to July 1994	DSS = 5,000	
VII. Programme approach	Seminars/workshops for national directors	Early 1995	IPF/Project CVI/93/002 (Programme support)	RBA/Div. IV and BPPE

VI. GENERAL RECOMMENDATIONS

63. The meeting ended with a discussion of the urgent need to successfully establish a quality programme. In that regard, it assessed the importance of the role that the local project and programme appraisal committee could play in promoting dialogue and coordination.

64. Given the fact that the Committee's current structure no longer meets the demands of the changing programme, the meeting recommended that it be revised so as to take into account fundamental elements such as the programme approach, national execution, the principle of government takeover of the programme and the increased responsibility of local offices for programme quality.

65. The meeting concluded that the Committee's mandate should not be confined to the appraisal of projects and programmes but should cover all issues of interest to the programme. The new mandate would allow for effective participation by the Government to enable the resident representative to fully exercise the authority extended to him by the Administrator of UNDP.

Annex

FINANCIAL SUMMARY

I. RESOURCES

A. Resources available for country programme period

	$	$
IPF		4 558 000 a/
Estimated cost-sharing		400 000
Joint programme funding		-
Total		4 958 000 a/

B. Commitments

Approved programme/project budgets b/

Approved and allocated IPF	2 725 000	
Approved and unallocated IPF	-	
		2 725 000
Approved and allocated cost-sharing	340 000	
Approved and unallocated cost-sharing	-	
		340 000

Pipeline programme/projects

IPF	3 460 000	
Cost-sharing	60 000	
Total		3 520 000

C. Balance of resources available for further programming

IPF	(1 627 000)
Cost-sharing	-
Balance of resources available	(1 627 000) c/

a/ Compared to the $7,800 million originally anticipated for the fourth country programme; the reduction results from the 75 per cent IPF programming limitation.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or Bureau PAC for which there exist detailed, signed documents and budgets. "Approved and unallocated" represent the balance of funds available to the programme or project which have yet to be reflected in specific budget lines.

c/ This figure represents the net balance of IPF and cost-sharing resources available plus joint programme funding less approved and allocated/ unallocated IPF and cost-sharing funding less pipeline IPF and cost-sharing.

II. PROPOSED (P) AND ACTUAL (A) ALLOCATION OF RESOURCES BY AREA OF CONCENTRATION

(per thousand dollars)

Area of concentration	IPF		Cost-sharing		Total		Total in percentage	
	(P) a/	(A) b/	(P)	(A)	(P)	(A)	(P)	(A)
Management cont.	2 925	2 248	-	320	2 925	2 568	40	52
Human resource value	1 820	477	-	20	1 820	497	25	10
Decentralization	2 550	-	-	-	2 550	-	35	-
Resources not programmed	-	1 833	-	60	-	1 893	-	38
TOTAL	7 295	4 558	-	400	7 295	4 958	100	100

a/ Based on the tentative allocations made at the time of CP-IV approval. Projects carried over from CP-III are not included.

b/ The actual allocation relates only to projects/programmes approved CP-IV.

III. ESTIMATED ADDITIONAL RESOURCES FROM OTHER SOURCES

		At programme inception	At mid-term review
(A)	Funds administered by UNDP	7 800	5 097
(B)	Other United Nations resources (UNFPA)	3 100	2 000
(C)	Non-United Nations resources (Swedish International Development Authority)	-	778
Total		10 900	7 875

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COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

Mid-term review of third country programme for China

Report of the Administrator

SUMMARY

The mid-term review of the third country programme for China, conducted between March and November 1993, was a comprehensive exercise dedicated to assessing the impact and cost-effectiveness of the country programme. The Government and UNDP worked in close cooperation at all stages of the exercise. United Nations specialized agencies and key bilateral donors participated in the mid-term review meeting.

The mid-term review considered the relevance of the country programme and its effectiveness in addressing priority thematic areas. The review also focused on operational issues, including the programme approach, national execution, monitoring and evaluation of the new support costs arrangement, as well as aid coordination and resource mobilization.

The review confirmed that the country programme had responded well to evolving national priorities and had achieved a sharper focus than originally foreseen in the country programme document. It recommended that while the original five areas of concentration be maintained, the remainder of the country programme give priority to economic reform, poverty alleviation and environment/sustainable development. The review also resulted in specific recommendations to ensure maximum impact and enhance cost-efficiency.

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I. THE MID-TERM REVIEW PROCESS

1. The mid-term review of the third country programme for China was designed to allow a close examination of what the United Nations Development Programme (UNDP) technical cooperation programme has achieved in China and how its impact could be further enhanced. Besides serving the role of reporting to the Member States, the review has also played an essential management role at the country level in the collaboration between the Government and UNDP as well as with other donors. The results cover adjustments and improvements ranging from the orientation of the country programme to concrete operational issues. The value of the mid-term review process and its concrete products have by far exceeded expectations.

2. The process commenced in March 1993 and culminated with the formal mid-term review meeting from 29 to 30 November 1993. Unless otherwise indicated, the information provided in the present report is as of 31 October 1993. The initial step was the preparation of issues papers by 15 working groups comprising a large nmber of staff from the Government and the UNDP office in Beijing. Specialized consultants financed from Special Programme Resources (SPR) supported the working groups thematic assessments. Papers prepared by each group were discussed in meetings between the Government and UNDP management and staff to reach a common understanding of key issues and actions to be taken. This, together with comments from UNDP headquarters, formed the basis for the finalization of the joint issues paper. Participants in the mid-term review meeting included representatives of the Government (the Department of International Trade and Economic Affairs (DITEA) and the China International Centre for Economic and Technical Exchange (CICETE)), UNDP, United Nations executing agencies and leading multilateral and bilateral donors.

3. With regard to the focus of the review, an overall impact assessment was carried out to determine the relevance of the third country programme against the evolving national goals and priorities. A detailed review was then made of how well the six areas of focus specified in Governing Council decision 90/34 had been reflected in the programme. A review of programme management issues covered new initiatives by the Governing Council, such as national execution, the programme approach and the successor arrangements for support costs. Other major issues related to monitoring and evaluation and operations. Finally, the important and increasingly integrated work on aid coordination and resource mobilization was a key aspect of the review.

4. The review of programme impact and achievements led to specific recommendations on priorities for the future and on measures to ensure maximum impact. The review of programme management issues resulted in recommendations aimed at improved cost-efficiency. The implementation of most recommendations commenced immediately on finalization of the joint issues paper while some had to await formal decisions of the mid-term review meeting. The Government and UNDP have jointly embarked on a programme to ensure the systematic implementation of all recommendations derived from the review exercise.

II. PROGRAMME ACHIEVEMENTS

A. National development goals and third country programme priorities to date

5. The third country programme was formulated in 1990 as a framework for UNDP assistance during the 1991-1995 period. It should be seen against the backdrop of China's policy of reform and opening to the outside world, which have yielded impressive social and economic results since 1979 and also against the economic rectification programme, which was in force at the time of formulation and approval of the programme in 1990-1991. In 1992, the second year of the programme, there was a major change in the economic policy climate with a very strong push towards a market economy and an unprecedented increase in gross national product (GNP) and industrial output. Economic reform continued in 1993, albeit under tighter macro-economic control.

6. At the mid-point, it can be concluded that the third country programme, as originally formulated, has responded remarkably well to the evolving national priorities. Adjustments have been made especially to respond more effectively to requirements associated with the quickened pace of economic reform. In this process, UNDP has assumed a more strategically important role in policy areas of critical importance to China's socio-economic development. Assistance included capacity-building in policy formulation and implementation related to the macro-management of the economy, the drafting of essential laws and the restructuring of the Government to enable China to play a new role in the socialist market economy. There has also been increased emphasis on the social, economic and environmental consequences of the market-oriented reforms and a new openness in accepting international assistance dealing with issues such as poverty alleviation, HIV/AIDS and disaster relief and rehabilitation.

7. In the field of environment, there is a significantly changed emphasis in priority, compared with what was anticipated at the time of formulating the country programme: China has become a forerunner in its national follow-up of the United Nations Conference on Environment and Development (UNCED) and Agenda 21. UNDP supports the preparation and implementation of the National Agenda 21 Strategy with Capacity 21 funding, and global and national environmental protection concerns, increasingly through funding from the Global Environment Facility (GEF) and the Montreal Protocol funding.

8. The country programme identified 20 programmes for UNDP assistance within five areas of concentration (see table 1). It also introduced the concept of multisectoral themes being mainstreamed in programmes. Five major themes were selected (see paragraph 17).

Table 1. Focus of the third country programme (including IPF and cost-sharing)

Area of concentration	Original target (%)	Approved (%)	Approved and hard pipeline (%)
Rural economic production	30	28	29
Energy, transport and communications	20	29	27
Industrial productivity and profitability	25	20	18
Social development and quality of life	15	10	12
Economic reform and public administration	10	13	14

B. Programme concentration

9. In response to concerns expressed by the Governing Council, the Government and UNDP, the third country programme was designed to have greater focus than previous country programmes for China. In spite of this, in approving the programme, some Council members voiced concern that in view of its 20 programme areas it was not sufficiently focused. The process of programme identification and appraisal has resulted in further concentration compared with the original plan: only 13 of the 20 programmes have been approved. Programmes that could not be developed as planned, mainly because of lack of funds but partly owing to changed national priorities, include: water resources, energy efficiency, industrial materials, labour markets/social security and environment. Greater focus has also been possible by exercising discipline in the approval of free-standing projects in support of programme objectives: 30 free-standing projects have been approved to date compared with 214 projects in the second country programme.

10. The distribution of funds between the areas of concentration is for the most part close to the original targets. Taking only approved programmes and projects into account, the energy, transport and communications area and the economic reform area exceed their targets. This is in line with national priorities and has been underscored by significant Government cost-sharing to the coal and telecommunication programmes. Rural economic production receives the largest funding but is currently somewhat below target. The industry area has seen significant reductions compared with the targets, largely owing to the availability of commercial flows of technology as an alternative to UNDP assistance. The social development area has been disproportionally hit by the indicative planning figure (IPF) reduction, primarily as a result of the slowness in formulation of key programmes. This area therefore needs to be targeted for remaining IPF funds and resource mobilization.

11. Concentration of UNDP resources is also achieved through focus on a smaller number of larger interventions, much more so than in the second programme

although a straightforward comparison is not possible because of the introduction of the programme approach. None the less, it is evident that UNDP financial resources and staff have more focus in the third programme. The current challenges, however, are (a) the lack of resources, which now tends to lead to the formulation of smaller projects, and (b) the many projects remaining from the second programme that need to be closed in 1993 and 1994. The total number of operational IPF-funded programme elements and projects is currently 173. Some 75 of these will be closed in late 1993 or early 1994. Meanwhile, there will be a few new approvals of IPF and cost-sharing projects and a significant increase in projects funded by GEF and the Montreal Protocol, leaving the total number at around 125 by mid-1994.

C. Programme delivery and resources use for priority programming

12. The 25 per cent withholding of IPF has had serious consequences on implementation. As can be seen in table 2, the programme is currently overcommitted by $12.3 million for the programming period, i.e. through 1995 (or $18.5 million if the pipeline is taken into account, see annex I). As the requirements have exceeded the available resources, the following measures have been taken over the past 12 months:

(a) Reduction of the pipeline to a hard core of priority interventions (with minimum UNDP funds intended as seed money to attract cost-sharing from other donors whenever possible) and delayed approval of new projects;

(b) Termination of long-running projects from the first and second programmes to release unutilized resources.

13. A closer scrutiny of the commitments reveal heavy front-loading of the programme in 1994 and 1995 with only $6.3 million currently budgeted for 1996 and beyond. As a comparison, $50 million of first and second programme projects were carried over into the third programme period at its inception - an amount which then increased to $68 million as a result of slippage and budget increases. Based on the principle of dynamic programming, it has been agreed that an amount of $35 million of IPF commitment extending into the fourth programming period would be prudent in order to permit responses to key development priorities. Financially, the goal should be to ensure complete delivery of the fourth cycle IPF for China, at the 75 per cent level. There are, however, two necessary conditions for additional programming: (a) that the overall UNDP resource situation does not further deteriorate and (b) that selected ongoing projects be extended to give room for expenditures in 1994-1995 under newly approved projects.

Table 2. IPF resource situation (as of 31 October 1993)

(in millions of dollars)

	IPF allocation for third programme period (1991-1995) (a)	Approved projects (1991-1995)			Resources available for programming (a) - (d)
		First and second programme projects (b)	Third programme projects (c)	Total commitments (d)	
Entitlement (75%)	152.8	68.0	97.1	165.1	(12.3)

14. Other significant funds mobilized to supplement IPF resources include Government cost-sharing ($22.7 million compared with the original target of $18.5 million for the entire programme period); third-party cost-sharing and trust funds for disaster relief and rehabilitation ($17.1 million); GEF ($15.1 million); Montreal Protocol ($2.6 million); and SPR ($2.3 million), totalling $37.1 million. In particular, GEF and the Montreal Protocol are expected to contribute significant additional resources to China in the future.

15. The pipeline includes a large number of high-priority project proposals that present excellent opportunities for cost-sharing or other non-IPF funding. Since the tight resource situation will not ensure adequate funding, increased impetus has been placed on resource mobilization. The management of UNDP, CICETE and DITEA must redouble their efforts to mobilize resources (see IV below). Experience to date indicates that resource mobilization among China's main bilateral donors will be challenged by a growing tendency to reduce highly concessional funding for development purposes in favour of commercial credits of mutual benefit.

16. For the remainder of the programme, all UNDP technical cooperation should be compatible with, and indeed supportive of, China's transition to the socialist market economy. Within this framework, priority will continue to be given to assistance concentrated in the categories of economic reform, poverty alleviation, and sustainable development. Technology for development will continue to be part of selected programmes and projects, as appropriate, but with Government or third-party cost-sharing provided for equipment. In order to ensure maximum leverage with available resources, emphasis will be placed on upstream policy-oriented assistance in current priority areas identified by the Government.

D. Programme effectiveness and impact

17. In pursuance of Governing Council decision 90/34, the third country programme document introduced the concept of multisectoral themes permeating the areas of concentration and contributing substantially to the achievement of programme objectives. Thus, the themes should not be seen as a way of classifying UNDP assistance but as a way of achieving and measuring impact throughout the programme. The multisectoral themes are:

(a) Management and administrative performance;

(b) Environment and sustainable development;

(c) Poverty alleviation;

(d) Women in development (WID);

(e) Technical cooperation among developing countries (TCDC).

18. These five themes correspond to those of Governing Council decision 90/34, requiring UNDP to focus on building national capacity in six areas of focus. The sixth theme, transfer and adaption of technology for development was not included as a multisectoral theme in the programme document but is very much part of the programme. Another theme covered by the programme and one on which the Governing Council has placed increasing emphasis is AIDS/HIV control and prevention.

19. The mid-term review assessed how well these broad themes identified by the Governing Council have been interpreted in the national context and integrated or mainstreamed into the programme. It should be noted that the themes are not mutually exclusive. On the contrary, they are often intertwined and programmes that exploit mutually supporting themes are bound to have the greatest overall impact. For example, the Poverty Alleviation Programme has been fortified by integrating women-in-development and environmental dimensions in the design. The Coal Programme successfully integrates the technology and management themes with the environment theme. The review therefore considered most programmes and projects from the perspective of multiple themes.

1. The management theme

20. As an area of concentration in the third country programme, economic and public administration reform has clearly been placed at the fore of China's transition to a socialist market economy. UNDP assistance covers capacity-building in policy-making and implementation, working with all leading macroeconomic institutions in the central Government and with selected provincial and municipal authorities. Key activities include economic legislation, State-owned enterprise reform, tax reform, social security, civil service reform and Government restructuring to meet the requirements of the market economy. As the success of China's policies depends largely on precisely these macroeconomic and public administration management capacities, the ultimate programme impact is likely to be significant. UNDP assistance has

already had an impact on legislation, civil service reform and Government restructuring, to name the most significant examples. Thus, one of the most successful technical cooperation projects in China has, in the first two years of operation, resulted in 17 new economic laws and improved national capacity in legislative drafting.

21. Traditionally, projects in sectors such as agriculture, industry and health have tended to have a technological basis with little attention paid to improving related management capabilities. All programmes now include a management component, reflecting UNDP efforts to move beyond traditional technology-based projects and to stress more effective sector-level policy formulation, planning, coordination and information management. None the less, the emphasis on unit-level management capacity-building in projects should be further enhanced to improve the chances of sustainable impact.

22. High-priority project areas in the pipeline that would require collaboration with other donors to ensure maximum impact include additional legislation related to the market economy, training of senior judges, social security legislation and administration, enhancement of fair market practices, and improved regulation of securities and futures markets.

2. The environment and sustainable development theme

23. The third country programme contains an ambitious programme which, if effectively implemented, will have a substantial impact on sustainable development in China. Several IPF programmes with major environmental components are under implementation in the key sectors of energy, agriculture and forestry. UNDP is working with SPR funds to help prepare and implement China's Agenda 21; is responsible for four GEF pilot-phase projects dealing with the abatement of greenhouse gas emission and bio-diversity protection; and has taken the lead in assisting China with its Montreal Protocol country programme for phasing out ozone-depleting substances. Non-IPF programmes will increasingly exert more influence with the growth of these funding sources.

24. Approved IPF programmes and projects fall into two categories with regard to their long-term impact on environment and sustainable development. They include: (a) major IPF initiatives, designed to ameliorate symptoms of environmental degradation and having a positive impact on the environment but which should be adjusted for greater sustainable development impact in view of their traditional design (e.g., the Coal, Forestry and Food Production programmes); and (b) programmes and projects ideally suited to support sustainable development, which should be adjusted to address this issue more effectively (e.g., certain economic reform and education initiatives). Steps have already been taken to address these shortcomings.

25. Projects that could not be fully funded by UNDP present opportunities for funding from bilateral or other sources. There is a long list of possibilities, including projects on energy policy and conservation, environment legislation, water resources, rural enterprises (Townships and Village Enterprises (TVEs)), etc. Some of these could obtain funding from the globally oriented environment funds whereas others are more national in nature and require regular

multilateral or bilateral funding. A donor round-table meeting is scheduled for the summer of 1994 to present China's national Agenda 21 and a large number of projects for which China seeks international cooperation.

3. The poverty alleviation theme

26. In China, UNDP has increasingly selected area-based, comprehensive, participatory and replicable programmes for poverty alleviation as opposed to subsectoral interventions tackling only one aspect of the poverty situation. This is the approach taken in the recently approved Poverty Alleviation Programme in South-West China. There is a need for collaboration among the various United Nations specialized agencies and bilateral donors to maximize the impact of poverty programmes. UNDP, the World Food Programme (WFP), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Children's Fund (UNICEF) and the International Labour Organization (ILO) have worked together in the formulation of the South-West China Poverty Programme and all Joint Consultative Group on Policy (JCGP) partners will contribute funding. UNDP has also promoted participatory approaches to poverty alleviation in a major national policy workshop, organized with the World Bank and using SPR funds for policy research.

27. Several programmes and projects have great potential for poverty alleviation and will, if successfully implemented, strengthen the UNDP contribution to human development in China. Some programmes have been identified for reorientation in order to have greater impact. Notable examples are the Seed Breeding Programme, the Semi-arid and Arid Programme and Training Managers for Economic Development in Poor Areas.

28. Poverty alleviation should not be separated from the mainstream of development strategy and public policy. On the contrary, sectoral policies and regulations often have a profound impact on people's social and economic conditions. UNDP should therefore become more involved in policy-oriented assistance and dialogue as it pertains to poverty. This includes dialogue with the Government on the consequences of economic reform for the population of rural as well as urban areas.

4. The women-in-development theme

29. The third country programme embraces the principle that UNDP and CICETE should consider how women participate in and are affected by development. Since the approval of the third programme, the rapid economic reform process has put greater pressure on women in Chinese society. However, mainstreaming WID issues has proven a major challenge and opportunities to promote WID have been missed in some cases. Decisive steps are needed to ensure positive WID impact more consistently. UNDP assistance in legislative drafting, HIV/AIDS, nurse training and semi-arid and arid agriculture provide good design examples.

30. The number of women beneficiaries of training abroad has shown a disturbing downward trend in the third country programme period, falling to only

14 per cent of the total in 1992 from a high of 20 per cent in 1990. Strong measures must be taken by UNDP and CICETE to reverse this trend.

31. When projects are formulated, project design choices should be made on the basis of examining a gender-desegregated picture of the related social and economic factors. The use of reasonable and achievable gender targets should be encouraged in project formulation. Simple gender profiles of institutions directly involved in projects are a prerequisite for achieving this.

32. UNDP assistance is required, in collaboration with other donors, to support the All China Women's Federation, other non-governmental organizations (NGOs) and the Government in their efforts for the Fourth World Conference on Women and the Women's NGO Forum to be held in Beijing in 1995.

5. The TCDC theme

33. Although TCDC is an important priority for the Government, only limited impact of this modality can be seen as yet in the programme and systematic effort is required for its fuller integration. Some results have been achieved in mainstreaming TCDC through information exchange with other countries under a few projects, especially in the field of administrative and economic reform. The newly approved AIDS/HIV programme is another example of an area that will have greater impact because of TCDC exchange.

34. It is recommended that the TCDC project currently under formulation be coordinated as part of China's technical cooperation programme with developing countries and directed towards building national capacity for TCDC, by focusing on the following principles: (a) developing a sustainable TCDC programme building on or leading to economic cooperation among developing countries (ECDC) within the areas of concentration and (b) concentrating on China's neighbouring countries (including the Commonwealth of Independent States and the Asia-Pacific region), given the marginal results historically from TCDC missions to other regions.

6. The transfer and adaptation of technology for development theme

35. UNDP assistance was heavily oriented towards technology in the first two country programmes, normally in the form of capacity-building of research and development institutes, reflecting priorities and needs prevailing at that time. Recent evaluations of completed projects indicate that their impact has been mixed, largely because of the rapidly changing external environment within which research and development institutes operate in the transition to the market economy.

36. While still prioritizing capacity-building in advanced technology areas, the third country programme gives more emphasis to the effective management of the diffusion of technology to end-users in industry and agriculture. This reflects the new research and development and economic environment in China.

The most significant activities include programmes dealing with coal utilization, telecommunications, machine tools and seed breeding.

37. Strategic forms of assistance such as trade and investment facilitation are still not adequately utilized although there are successful examples of investment promotion in collaboration with UNIDO and in a project supporting China's re-entry into the General Agreement on Tariffs and Trade (GATT). UNDP should seek innovative ways of supporting commercial flows of technology into and within China.

38. Certain areas have become important Government priorities as a result of the reforms, such as commercialization of science and technology, for example, through the establishment of technology markets, new funding mechanisms such as venture capital, intellectual property rights, military conversion, foreign investment in research and development and technology export. These areas could receive more attention in the country programme and should also be considered for inclusion in subsequent programming.

39. The rapid pace of economic reform will undoubtedly increase tensions between economic development and environmental issues. Technological change can help to ensure adequate economic growth that is sustainable and environmentally sound. GEF and the Montreal Protocol will provide additional resources for upgrading and applying new technologies to address key environment problems.

7. The HIV/AIDS control and prevention theme

40. UNDP interventions in this field have included workshops on the medium-term plan and on subregional cooperation as well as the approval of a technical cooperation project. China has the advantage of being at an early stage of the pandemic and should be able to benefit from lessons learned in other countries. The project covers the sensitization of Government leaders, support to national policy development and review, training at national and provincial levels, and demonstration activities.

41. Areas where better integration of this theme may be possible include the UNDP Nurse Training and Education programmes, and a project initiated in the second country programme in the tourism sector.

42. UNDP and the World Health Organization (WHO) should continue to organize meetings with multilateral and bilateral donors to coordinate aid and mobilize external resources. Increased resources, both human and financial, will be required. Coordination between UNDP subregional and country activities is also essential. It is also necessary for China to collaborate with neighbouring countries on joint actions to control the spread of HIV/AIDS in border areas.

III. PROGRAMME MANAGEMENT

A. National execution

43. China has long experience with many successes and is indeed a pioneering country with regard to national execution. The Government has moved vigorously towards almost full national execution in the third country programme - 93 per cent of all programmes and projects are currently under overall national execution, as table 3 shows. It has been a rapid transition and CICETE has worked hard to keep pace with the requirements of a sharply accelerated national execution programme within largely existing staff resources.

Table 3. National execution

Period	Budget (Millions of dollars)	Share of total (per cent)
CP1 (1981-1985)	12.3	18
CP2 (1986-1990)	62.1	42
CP3 (1991-1995)	117.1	66
CP3 projects only	91.7	93

44. The pressure on the implementation of the country programme has been exacerbated by the low level of United Nations agency involvement in programmes and projects. Only an estimated 10-15 per cent of national execution budgets are implemented by United Nations agencies. The new technical support role of United Nations agencies has been difficult to define and concerted effort is required to take advantage of the expertise of United Nations agencies in national execution (see also sect. III.C).

45. CICETE has gained considerable experience in its coordinating role and in mobilizing project inputs, especially in equipment procurement, and has recently made significant progress in financial management. Further capacity-building is required in: programme and financial management; implementation of personnel, training and subcontract components; and monitoring and evaluation.

46. The division of functions and responsibilities among the UNDP field office, CICETE as executing agency and Government implementing agencies is often unclear. Implementation bottlenecks have occurred as a result of this confusion and the roles must be better defined. Preliminary studies have been carried out but it is now time to establish a joint action plan to remedy this situation.

B. The programme approach

47. A pioneering effort has been made to implement the programme approach in China, even before the formal instructions from the Governing Council. Thirteen programmes have been approved and there has been a progression towards implementing the programme approach. Major challenges have been faced at the country level in the transition from a traditional project approach and in developing appropriate methodologies. The key advantages of the programme approach have been demonstrated in the sharper focus on national priorities and plans, in the concentration of UNDP assistance, and in simplified monitoring by UNDP and CICETE.

48. The underlying premise for the programme approach - the focus on priority national development objectives and concentration of UNDP resources for maximum impact and cost-effectiveness - is beyond reproach. A determination of the practical implications of the programme approach requires careful analysis in three respects: identification and formulation of programmes leading up to approval; management and implementation of programmes during their life; and impact and cost-effectiveness, which can only be determined upon the completion of programmes. The mid-term review has analysed the formulation stage and early management and implementation experiences.

49. Implementation of the programme approach in China has required a considerable input of UNDP and CICETE staff time. Most programmes have had multiple formulation missions and the length of the formulation process in the field and the approval process in headquarters has usually been extensive. This is partly due to inexperience with the approach and the initial lack of clear guidelines and partly due to the greater complexities of programme rather than project support. Coordination between different Government agencies has been especially demanding.

50. Principles and pre-conditions for the programme approach that have been agreed upon between the Government and UNDP include: the existence of a national programme; the need to adapt and use the programme approach flexibly, depending on the requirements of the national programme and the subsector; and the essential function of good programme management.

51. UNDP cooperation in China will not be only in the form of programme support. In certain cases, project support will remain appropriate. The preparations for the fourth country programme should include:

(a) A review in late 1994 of the experience with the programme approach in order to determine its advantages and disadvantages;

(b) Programming focused on the identification of a few key national programmes where the programme approach is the most effective vehicle for UNDP assistance.

C. The new support costs arrangement

52. The new support costs arrangement forms part of a larger initiative by the Governing Council along with national execution and the programme approach, all aimed at improving the effectiveness and efficiency of UNDP assistance. The China field experience with the arrangement is limited but it can already be concluded that all partners have experienced difficulties. Agencies feel that they are not adequately compensated, especially in their TSS-2 role, and often find it difficult to field sufficiently long monitoring missions. For UNDP and the Government, initial TSS-2 experience is not entirely positive or encouraging and it seems that TSS-2 provides at best a partial answer to the need for the technical monitoring of programmes and projects. The new system provides a disincentive for agency involvement in implementation as Administrative and Operational Services (AOS) resources can be saved for subsequent programming purposes.

53. The support cost arrangements cause the following operational difficulties:

(a) Overall management of the support costs system, substantive and financial reporting by the agencies, and the use of savings for programming, where guidelines are unclear;

(b) With its limited resources, TSS-1 is inadequate for complete sectoral studies in a country the size of China;

(c) Because of the specific technical nature of TSS-1 and TSS-2, United Nations agencies should be permitted and obliged to recruit international or national consultants, as necessary;

(d) Calculation of AOS in project revisions is time-consuming;

(e) Covering of TSS-2-related travel costs from the IPF project budgets is not considered logical and limits the interest of the Government in TSS-2 services.

D. Monitoring and evaluation

54. Full compliance with UNDP formal regulations on monitoring and evaluation is difficult to achieve because of the large number of projects. For example, only some 70 tripartite meetings could be held annually with existing staff resources. The greater concentration of UNDP resources through the introduction of programmes and the continuing reduction of free-standing projects has, however, already improved and will further improve the intensity of monitoring. Compliance with in-depth evaluation requirements has traditionally been low, though it has improved through mounting more thematic, sectoral and cluster evaluations -a process for which the programme approach is well suited. During the third country programme period, 42 projects have already been evaluated and the evaluation findings incorporated in the mid-term review.

55. There has also been considerable progress in the design of programmes and projects with more clearly defined objectives and outputs. Approaches used to

increase the impact of assistance include: (a) a new and deliberate output orientation, including, for example, actual plans, laws and implementation of reforms as programme and project outputs and (b) the possibility of catalytic effects from disseminating project results and developing long-term capacity to make management-related improvements. The education programme provides a very good example of benchmarks for monitoring and is worth emulating. In commenting on the joint issues paper, UNDP headquarters recommended further emphasis on baseline data in order to be able to carry out more extensive impact assessments upon the conclusion of programmes and projects.

56. The switch to the programme approach is a major challenge with respect to monitoring and evaluation. There are potential advantages of programmes, especially regarding impact analysis. To this end, the use of TSS-2 and other mechanisms need further experimentation.

57. Under national execution, the monitoring and evaluation capacity of CICETE must be greatly strengthened for it to carry out its execution responsibilities. Procedural changes are also needed to improve reporting practices under nationally executed projects.

E. Operational issues

58. Project management. Weaknesses still exist in such areas as work planning, reporting and financial management. The respective roles of UNDP, CICETE and the National Project Director must be clarified, bearing in mind the general trend of decentralization in China, as well as the new role of the United Nations specialized agencies under national execution.

59. Changes in input mix. The budget share for consultants has increased over time. Training has seen a decrease in study tours from 1992 onwards, a trend which should be encouraged. In addition, the equipment component financed under the IPF has been significantly reduced over the years with Government cost-sharing increasingly picking up costs for technology acquisitions under both the equipment and subcontract components.

Table 4. Changes in input mix (including cost-sharing)

(in percentages)

	Personnel component	Subcontract component	Training component	Equipment component	Miscellaneous component
Second programme period	16	13	26	44	1
Third programme period a/	23	15	29	31	1

a/ Budget allocation for 1993-1995.

60. Input delivery:

(a) Almost all consultant missions were short-term, some too short to be cost-effective. Terms of reference were often too general and mission preparations could be very much improved. CICETE found it difficult to keep pace with increasing rates for international consultants specialized in certain fields and this may have resulted in some second-rate choices.

(b) Organizing training can be time-consuming and delays are often encountered because project authorities are unfamiliar with procedures. Study tours should be kept to a minimum in line with recent central Government directives; the incremental value of adding study tour participants is generally low.

(c) Variable performance was found in equipment procurement and installation; underutilization of equipment was a problem in a few cases, raising issues of cost-effectiveness and impact.

61. Short-Term Advisory Resources (STAR), Transfer of Knowledge through Expatriate Nationals (TOKTEN) and the United Nations Volunteers (UNV). The STAR/TOKTEN concept is cost-effective and appreciated by the recipients because of its flexibility, straightforward procedures and problem-oriented nature. The more than 300 volunteer consultants engaged annually have made significant contributions to conferences and training activities. The UNV programme is rather small and still too confined to English language training, in which UNDP has little comparative advantage. Greater efforts must be made to integrate both STAR/TOKTEN and UNV better into mainstream programmes and projects.

IV. AID COORDINATION AND RESOURCE MOBILIZATION

62. Aid coordination is taking on increasing importance following the General Assembly's call for greater United Nations system coordination. For UNDP, resource mobilization has become essential to compensate for shortfalls in regular IPF funding. Here, too, there is a key role for the Government and efforts should be made to strengthen the involvement and capacity of CICETE and DITEA in this respect. The United Nations system must work closely with the Government on issues of aid coordination and resource mobilization.

63. In compliance with General Assembly resolution 47/199 of 22 December 1992, UNDP is focusing aid coordination efforts on preparatory work for a country strategy note and on the establishment of sectoral working groups, comprised of United Nations agency and donor representatives. The United Nations system will work with the Government and take steps to ensure that the activities of the working groups are driven by priorities as identified by the Government. The major challenge of aid coordination and United Nations system coordination in China lies in the institutional arrangements on the Government side. Bilateral and multilateral agencies report to many different ministries and there is no coordinating mechanism for foreign assistance within the Government.

64. A series of donor round-table meetings has been designed to focus on specific development priorities (HIV/AIDS, women in development, poverty alleviation and sustainable development). These meetings stimulate donor focus, collaboration, and possible cost-sharing on activities central to the implementation of the third country programme, and are of importance to the entire donor community and to China.

65. Aid coordination and resource mobilization are very much affected by the diversifying resource base of UNDP in China. Since the inception of the UNDP programme in China, the regular (i.e., IPF) budget has provided the major pillar of support for UNDP activities. Non-IPF funds for the third programme period represent an increasing share, which is currently about 25 per cent of the IPF commitment.

V. KEY CONCLUSIONS AND RECOMMENDATIONS OF THE MID-TERM REVIEW MEETING

66. The mid-term review meeting adopted the joint issues paper and endorsed its conclusions and recommendations, noting that action had already been taken in many instances. The following conclusions were highlighted:

(a) The third country programme had responded well to key national priorities and had demonstrated a sharper focus compared with the original country programme document;

(b) With regard to the various multisectoral themes identified by the Governing Council, a thorough analysis of successes and challenges in mainstreaming them had resulted in specific recommendations for improvement in each thematic area;

(c) While maintaining the original five areas of concentration, new programmes and projects in the remainder of the programme should give more attention to economic reform, poverty alleviation and environment/sustainable development;

(d) A Government-UNDP task force should be created to develop and implement an action plan for strengthened national execution through programme management capacity-building and a clearer definition of the roles of the Government, UNDP and the United Nations specialized agencies;

(e) A separate task force with the United Nations specialized agencies should be created to review their role under the support costs arrangement and to make recommendations to UNDP headquarters for any adjustments to the arrangements deemed desirable;

(f) The programme approach should be based on national programmes and be applied flexibly, depending on the specific requirements;

(g) With regard to programme monitoring and evaluation, there was room for further improvement, especially with regard to the development of baseline data and benchmarks for impact assessment; a proposal to use SPR resources for this purpose was endorsed;

(h) The 25 per cent withholding of the IPF had reduced the overall impact of the programme and maximum efforts should be made to mobilize additional resources in order to respond dynamically to evolving national technical cooperation requirements;

(i) New approval of IPF projects should be made to ensure full delivery of IPF entitlements in the 1992-1996 funding cycle and an encumbrance of $35 million beyond the programming period, i.e., for after 1996.

Annex

FINANCIAL SUMMARY

I. RESOURCES

	$	$
A. Resources available for country programme period		
IPF		152 796 000
Estimated cost-sharing		22 914 000
Total		175 710 000 a/
B. Commitments		
Approved programmes/project budgets b/		
Approved and allocated IPF	165 086 000	
Approved and unallocated IPF	-	165 086 000
Approved and allocated cost-sharing	22 714 000	
Approved and unallocated cost-sharing	-	22 714 000
Pipeline programmes/projects		
IPF	6 439 000	
Cost-sharing	200 000	6 639 000
Total		194 439 000
C. Balance of resources available for further programming		
IPF		(18 729 000)
Cost-sharing		-
Balance of resources available		(18 729 000) c/

a/ Compared to the $189 988 000 originally anticipated for the third country programme; the reduction results from the 75 per cent IPF programming limitation.

b/ "Approved and allocated" refer to those programmes and projects approved by the Action Committee or Bureau PAC for which there exist detailed, signed documents and budgets. "Approved and unallocated" represent the balance of funds available to the programme or project which have yet to be reflected in specific budget lines.

c/ This figure represents the net balance of IPF and cost-sharing resources available plus joint programme funding less approved and allocated/unallocated IPF and cost-sharing funding less pipeline IPF and cost-sharing.

II. PROPOSED (P) AND ACTUAL (A) ALLOCATION OF RESOURCES BY AREA OF CONCENTRATION

(Thousands of United States dollars)

Area of concentration	First and second programme projects		Third programme projects							
			IPF		Cost-sharing		Total		Percentage of total	
	IPF	Cost-sharing	(P)*	(A)	(P)*	(A)	(P)*	(A)	(P)	(A)
Rural economic development and production	12 636	730	30 739	26 496	2 256	2 256	32 995	28 752	29	28
Energy, transport and communications	15 023	2 130	19 803	19 103	10 728	10 728	30 531	29 831	27	29
Industrial productivity profitability	10 269	3 482	20 528	19 528	467	267	20 995	19 795	18	20
Social development and quality of life	11 029	631	13 154	10 154	375	375	13 529	10 529	12	10
Economic and administration reform and management	11 211	1 442	14 765	12 165	655	655	15 420	12 820	14	13
Multisectoral projects	7 810	18	10 558	9 662	0	0	10 558	9 662	0	0
Total	67 978	8 433	109 547	97 108	14 481	14 281	124 028	111 389	100	100

* (P) Including approved commitments (1991-1995) and pipeline (1993-1997).

/...

III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

		At start of country programme	At time of MTR
		$	$
(a)	UNDP-administered funds (SPR)	-	-
(b)	Other United Nations resources	-	2 278 199
(c)	Non-United Nations resources		
	Third party cost-sharing and trust fund for emergency and rehabilitation		17 134 125
	GEF		15 080 000
	Montreal Protocol		2 620 000
	Parallel funding		665 500
	Total	-	37 777 824

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COUNTRY PROGRAMMES, MID-TERM REVIEWS AND RELATED MATTERS

ASSISTANCE TO TOGO

Note by the Administrator

I. BACKGROUND

1. The second extension of the fourth country programme for Togo was approved by the Governing Council in its decision 93/20 of its 18 June 1993 session.

2. As a result of the rather fluid socio-political situation prevailing in the country since the start of the democratization process in 1990 and persisting political and economic difficulties resulting in deteriorating human development indicators, it has not been feasible to proceed with the preparation of the fifth cycle country programme.

3. Therefore, the Government has requested additional time to permit the restarting of the round-table process in view of the mobilization and coordination of external resources required to relaunch the economy. The Government also plans to gather the economic and social partners in a national meeting on the economy before the donors' round-table conference, which will provide the framework for UNDP support through the fifth country programme.

4. Consequently, UNDP proposes to provide assistance on a case-by-case basis until the formulation of the new country programme which the Government has already indicated should focus essentially on poverty alleviation. The 1994 extension consequently will have two principal objectives: (a) formulation of a programme of social promotion and poverty alleviation and (b) strengthening of national macroeconomic management capacities and resource mobilization.

5. During 1994, UNDP assistance will thus continue to focus on support to priorities as defined by the Government through further rationalizing of ongoing projects in preparation of programme approach modalities and increased use of

the national execution potentialities. UNDP will also continue supporting the transition process and assist the Government with the preparations for the round-table conference.

II. EXECUTIVE BOARD ACTION

6. In view of the above, the Executive Board may wish to

Authorize the Administrator to approve assistance to Togo on a case-by-case basis within the financial limitations of its established indicative planning figure framework.

The Administrator assures the Board that the situation will be reviewed on a continuing basis and that regular country programming will be resumed as soon as conditions permit.